



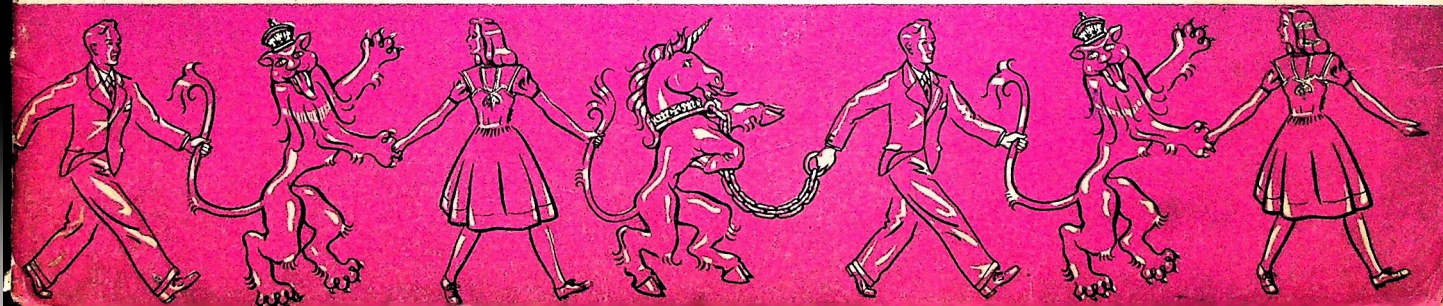
UNDERSTANDING THE MODERN WORLD

YOU and THE STATE

AN INTRODUCTION TO CIVICS
AND CURRENT AFFAIRS

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GEORGE ALLEN AND UNWIN LTD., 40 MUSEUM STREET, LONDON, W.C.1



AUTHOR'S NOTE

This little book attempts to describe not only the formal organisation and structure but also the daily functioning of the State. Indeed it is still more ambitious, for it tries to define the changes which are even now taking place. If this seems too much, we would plead the importance of our children being aware of the problems which will have to be solved in their lifetime. The structure of Central and Local Government must not be presented as an edifice static and complete, an unchanging monument to the wisdom of the children's forebears. It is such a monument, but it will only endure if parts are rebuilt when necessary to meet the changing stresses of the times. We have tried to make our description dynamic.

Within its modest compass the book goes right up to the present. We have also spared no pains in the attempt to ensure accuracy within the limits set by the need for extreme simplicity and concreteness, the need to avoid the abstract. In each chapter the basic essentials will be found in the pictures. The text adds detail. We hope this arrangement may make it possible for Teachers to use the book in different ways at different levels.

The prime purpose of this Note is, however, to thank Mr. Ralph Miliband, B.Sc.(Econ.) for his help, from which the book has gained enormously, although neither he nor the artist (whose contribution is obvious) is responsible for its defects. The book also owes much to the careful scrutiny of Mr. R. W. Morris, M.A., Ph.D.

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PUBLISHED IN 1949

PRINTED BY UNWIN BROTHERS LIMITED, LONDON AND WOKING

Things you can do and find out

(You will need a book in which to keep a note of all the things you find out about your own locality.)

From Cradle to Grave, pages 1-3

1. The cartoons on pages 1 and 2 show 22 different services provided by the State. Divide them into those coming from the Central Government in Whitehall and those provided by your local Council. (You can find most of the answers on pages 7, 9, 10 and 12. Where the local Council provides the service with Central Government help, as in Education, count it as local.)
2. How much is an employed man's weekly National Insurance contribution and how much is paid by his employer?
3. If you yourself were employed now and fell sick, what weekly sickness benefit would you receive under National Insurance? (You can get the answers to this and the previous question from the Family Guide to the National Insurance Scheme. A copy of this booklet was sent to every home in 1948 and it can be obtained from H.M. Stationery Office.)
4. Write down which of the services shown in the cartoons on pages 1 and 2 you think existed before 1900. (The chapter on "Whitehall" will help you.)

Your Vote, page 4

5. Find out the limits of your Parliamentary constituency.
6. Find out where your parents vote in Parliamentary elections.
7. When were women first given the vote?
8. Write down five more voluntary associations in addition to those given in the text.
9. In one constituency in the last election the Labour candidate polled about 35,000 votes, the Conservative about 30,000 and the Liberal about 15,000. Which candidate became an M.P.? Did the majority of the voters support him? (Can you find out anything about the system of voting called Proportional Representation, which enables voters to have a second choice?)

The Political Parties, pages 5 and 6

10. Who is your present Member of Parliament and to what Party does he belong?
11. Find out who will be the candidates for the other Parties at the next election.
12. Find out where the Committee Rooms of each of the three main Parties are in your constituency and try to get copies of the printed statements of the aims of the Parties. (Say you want them for use in school. You can also write direct to the Conservative Central Office, Abbey House, Victoria Street, London, S.W.1., The Labour Party, Transport House, Smith Square, London, S.W.1., and The Liberal Party, 22 Gayfere Street, London, S.W.1.—Why do you think all three are in the same part of London?) Compare these with the summaries of the Parties' aims on page 5. Do you think our summaries are fair?
13. Which Party will you vote for? Why?
14. Compare the reports of a Parliamentary debate on home affairs in the Daily Herald and the Daily Telegraph. Write down the ways in which the reports are different.

Your Local Council, pages 7-9

15. What do you live in, a Rural District, an Urban District, a non-county Borough, a Metropolitan Borough or a County Borough? Or in Scotland a Royal, Parliamentary or Police Burgh or a District?
16. Draw a map of the main streets in your locality and mark in different colours: Council Offices, fire stations, police stations, schools, libraries, museums, municipal baths, parks and playgrounds, council housing estates.

(continued on back cover)

YOU AND THE STATE From Cradle to Grave



Welfare of Mothers and Children



Education



Employment Bureau



Youth Centres

THIS book starts by trying to show how you go through life hand in hand with the State, from cradle to grave. The State affects you at every stage, from the first time your mother takes you to the baby centre to collect your free orange juice, through your schooldays, to the employment committee which may help you choose your first job. Then there are youth centres and evening classes and, if you are a boy, service in the armed forces. The Labour Exchange is there to help you find another job and the Factory Acts limit hours of work and call for the screening of dangerous machines.

The pictures at the top of the next page show how the National Health Service helps to keep you fit all through your life and how

the local Councils try to prevent your getting bad food. When you marry and have children the Council may provide your house and the State will pay you a family allowance. If you are laid off work through injury or unemployment, you will draw insurance money until you can work again. The postmen, the police and the firemen are organized by the State. When you are too old to work, there is the old age pension and when you are laid to rest the State may contribute towards the cost of burial!

Some of the services shown in these pictures are provided by the Central Government in Whitehall and some by your local Council in your own Town or County Hall. You can find out which are which from



Evening Classes and Libraries

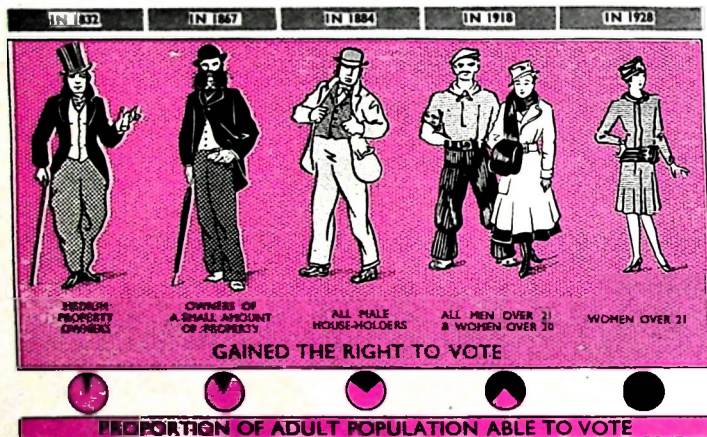


National Service and the Labour Exchange



Safety in factories

Your Vote



How do you make your opinion felt? At the age of 21 nearly everyone gets the right to vote. By casting your vote for one or other of the candidates for the local Council you have a say in choosing who is going to run the local government of your area until the next election. In the same way, you have a voice when the time comes to choose the Member of Parliament who is to represent you in the House of Commons.

It is only fairly recently that everybody, man and woman alike, has gained the right to vote. The picture at the top shows how what was at first the privilege of a few gradually became the right of all, a right which was only won by hard struggles. Often people do not bother to go to the polling station to vote, particularly in elections for local Councils. But if people take no interest in choosing the right Councillors and M.P.s they will find that their opinions are being ignored and that the State is not being run for their good.

For elections to the House of Commons the country is divided into parliamentary constituencies. In both parliamentary and local Council elections, if you are able to vote you may also stand as a candidate and ask to be elected yourself. But Peers may not vote or

be candidates in elections for the House of Commons. As they are themselves members of the House of Lords they do not need someone to represent them in Parliament. Clergymen of the Church of England and bankrupts may not stand as candidates (the clergy are already represented in the Lords) and a civil servant would first have to resign, as he must not state his political opinions in public. Civil servants must be loyal to whatever Government is elected. Also employees of local Councils cannot be elected to the Council for which they work—they must not become their own employers.

How do you know whether a candidate at an election will represent your opinions and interests? Each candidate will let you know what are his views and opinions and you support the one whose opinions agree most closely with your own. The pictures at the bottom of the page show you some of the ways in which candidates tell you their opinions and try to win your vote.

But in a democratic country, you do not only vote in parliamentary or Council elections. People vote to express their opinions and to choose men and women to represent them on parents' associations, in Trade Unions, employers' associations, Co-operative Societies, the Mothers' Union, the Pedestrians' Association, poultry keepers' clubs, the Cyclists' Union and all sorts of similar associations. These associations give you fresh ways of making your opinion felt and of trying to make the Government act as you think it should. For instance, you may be a member of the National Playing Fields Association, which tries to get more places set aside for outdoor games. The country is full of voluntary societies of this sort and the Government often consults them on the subjects which particularly interest their members.

THE CANDIDATE SEEKS YOUR VOTE



Door-to-door canvassing

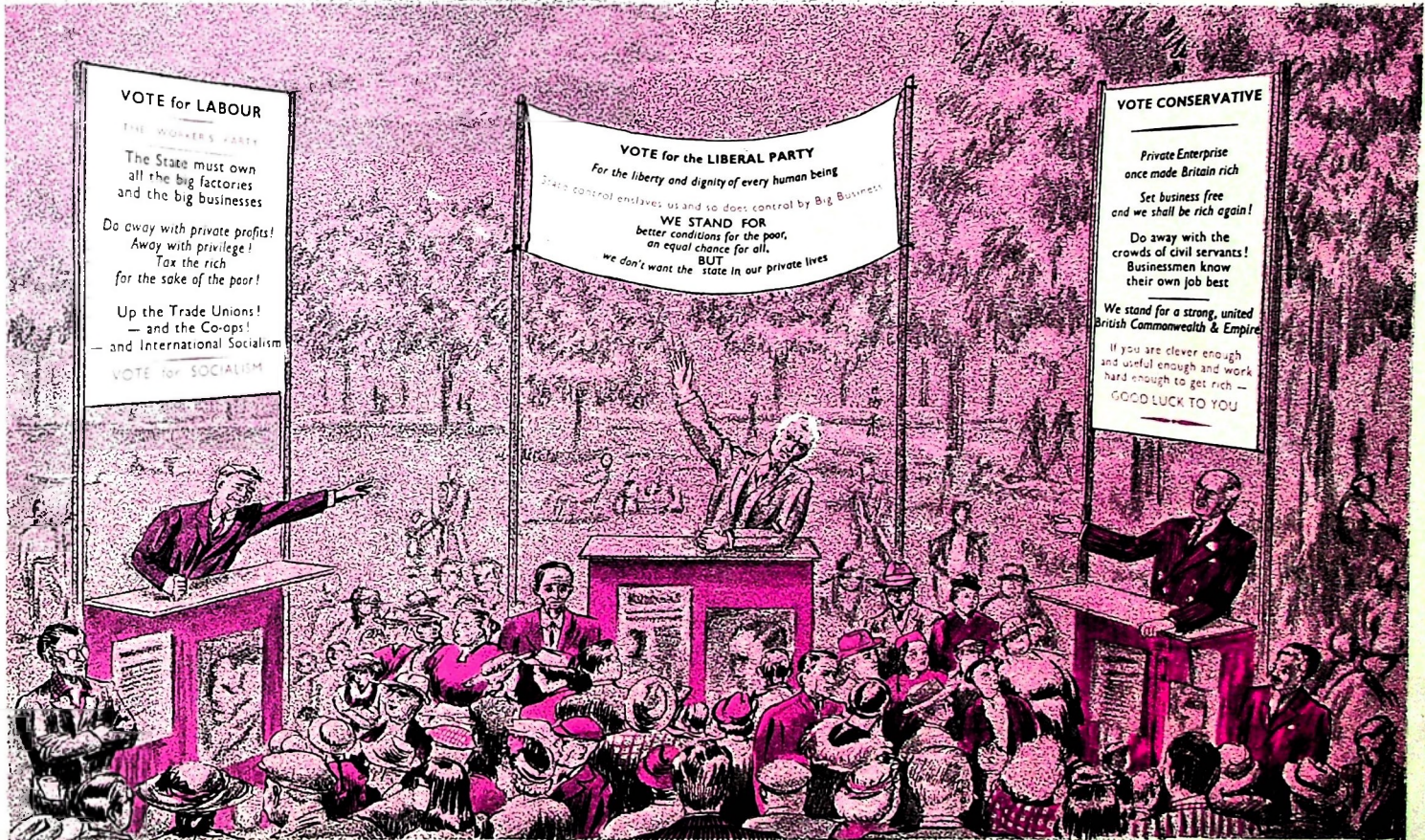


A public meeting



An election address

The Political Parties



MOST of the candidates in elections for the House of Commons and for the local Councils belong to one of the three main Parties. Each of these Parties represents the opinions of a lot of men and women

in the country and reflects one way of looking at the problems of the day. We have tried to show the opinions of the three Parties in the picture. They are arranged from left to right, because the Labour or

Socialist Party is generally called the Party of the "Left" and the Conservative Party that of the "Right." Keen politicians are sure to find fault with something we have written. We have tried to be impartial, but it is very difficult and when you read about politics you must always balance what one man writes against what is written by another. That holds good for this book too.

But although people feel so keenly that their Party is right and the others wrong, the three great Parties all have one thing in common. Without this thing the democratic State would not work. Each Party wants certain things done in the State, but agrees only to get them done by first getting the support of the voters and then passing laws in the proper way. The parliamentary system works because we are all willing to accept the opinion of the majority. Each Party will try to *persuade* us that it is right, but it will let people of different opinion have their say and will not imprison or use force against those who disagree. If ever we stop being willing to respect the rights and opinions of those who differ from us, we shall soon be fighting one another.

There are no laws laying down how Parties are to be organized. They have grown up by themselves. But they are a very useful part of the machinery of the State. When you read the chapter on Parliament you will see that if there were no Parties Parliament would be like what happens when you play a game of football or netball

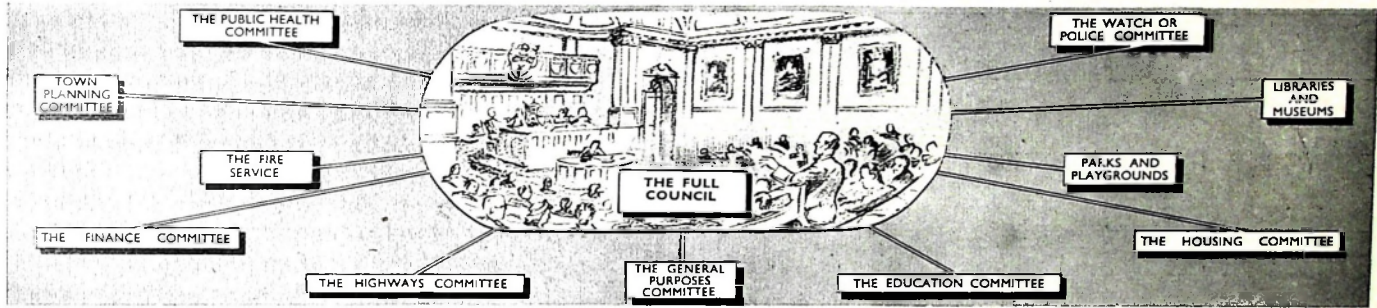
without stopping to pick sides. It would be each M.P. for himself and nothing would get done.

In each constituency there is a Party organization, with an elected committee and generally a paid agent. He helps to organize members of his Party in that area. These members choose their candidate (with the agreement of the Central Office of the Party) and do all they can to get him or her elected. Each Party has its own funds of money and without help from these funds it is difficult for any candidate to stand for election. Although there are laws regulating how much may be spent, elections are expensive and a candidate will not risk losing the support of his Party unless he finds himself disagreeing on something really important. Apart from the money spent on printing election addresses, posting circulars, hiring public halls and so on, each candidate must also put down the sum of £150, in order to show that he is serious in standing for election. If he fails to get one eighth of the votes cast, he loses his £150.

Every year the members of the Party in each constituency choose delegates to represent them and vote for them at the annual Party meeting. The Party's programme of things it wants done is discussed at the yearly meeting and the members in each constituency can submit suggestions. These meetings and the Parties' programmes are reported in the newspapers and thus the Parties, through the Press, help to form and to express public opinion.



Your Local Council



THE diagram shows how your local Council divides up its work between different committees, each looking after a particular service and each consisting of a few of the councillors. Each committee makes suggestions which are then considered and either accepted or altered by the Council as a whole. Once again, the decisions are made by voting, so that the policy of the councillors whose Party is in the majority will probably win, but the minority has its say.

If you look at the diagram again you will see what are the main services provided by your Council. Some Councils have more committees, while those governing smaller areas probably have fewer. For instance, non-county Boroughs (you will see on the next page where they come in) generally no longer have anything to do with schools. Some services the local Councils *must* carry out. Others Parliament permits them to undertake if they wish. Some enterprising Councils have obtained special permission to provide extra services, like municipal trams or amusement parks. So that it depends on the energy of your Council whether it provides you with public baths and wash-houses, and whether it pushes forward its housing plans, and whether your local park is just a weary strip of asphalt or really a little bit of refreshing countryside in the middle of the town. And the energy shown by the Council largely depends in turn on the interest the voters take in Council affairs. So, provided you are willing to pay, you get what you deserve!

At present the local Councils are losing some of their functions to the Central Government in Whitehall or to special Boards. For instance, the poor have been cared for locally for centuries, but now that job has been taken over by a central Public Assistance Board for the whole country. Hospitals are now run by Regional Boards, covering large areas and dealing with nothing but hospitals, whereas before many were managed by local Councils. The reason for this is that some of the local Council areas are too small for the efficient handling of the many services now undertaken by the State. It is one of the attractive things about British local government that it is not exactly the same in all areas and that local differences do tell. But the Great North Road, for instance, is best if it is the same all the way from London to Scotland. You do not want local differences in surface or camber, varying as you cross from one Council area to another. So the Ministry of Transport now looks after the Great North Road and other main roads and the local Councils deal only with minor roads. Also, until 1948, one local Council might have had a specialized fever hospital only a few miles away from a similar hospital run by the neighbouring Council. Now the Regional Board has probably made one fever hospital serve both areas, so that the other hospital is free to provide say, special treatment for chest complaints.

But it is a pity for the local Councils to lose their importance. In many ways it is best if a local hospital is run under councillors whom

ENGLAND AND WALES

The Administrative County



The big town: a County Borough



The Rural District



The Urban District

The medium town: a non-county Borough

Burghs

(over 20,000 inhabitants)

SCOTLAND

Districts

Burghs

(below 20,000 inhabitants)

THE COUNTY

everyone knows for people whom the councillors often know personally, instead of by a Board in some distant town. One solution to the problem which people are discussing is to make the areas of all local Councils more equal and to re-arrange them so that none are too small to be efficient. Since 1948 there has also been a central pool into which the richer Councils pay some of their income and from which the poorer Councils are given grants.

The picture at the top of this page shows you how the English countryside is at present divided up under local Councils. The great cities or large towns like Birmingham, Manchester, Liverpool, Brighton or Blackburn, are known as County Boroughs. They carry out all the services themselves (although London, which is a special case, contains Metropolitan Boroughs, like the Borough of Stepney or Holborn, or Wandsworth, which provide some of the services).

Did you notice that the right-hand side of the picture is labelled "Administrative County"? That is because you must not confuse the local government county with the old historical county. For instance, you talk of Suffolk, or Sussex, or Yorkshire, but Suffolk and Sussex are divided into two local government areas, East and

West, each an Administrative County, and Yorkshire is run by three local Councils, one each for the North, East and West Ridings. The Administrative County Council has smaller Councils under it: Rural District Councils for the open countryside; Urban District Councils for the lightly built-up areas and non-county Borough Councils for the small and medium towns. In a Borough you may find the Town Hall, from which the town itself is run, alongside the County Hall, which cares for the Administrative County.

At the foot of the picture we show some of the ways in which Scottish local Councils are organized. Many parts of Scotland have few people living in them and the less important Councils are unable to tackle large tasks. This means that most of the work is done by the County Councils, which have more power over the smaller Councils than in England. Some of the County Councillors are elected by the *Councils* of the Burghs in the County; the rest are elected by the *voters* in the countryside outside the Burghs.

On the next page you see a list of a local Council's activities. How do the councillors do all this work? They are only ordinary people like your own family and have to earn their living. The

DEMAND NOTE FOR GENERAL RATE

Rate Services (simplified)

	District Services	County Services	Total
*Education	—	3s. 2d.	3s. 2d.
Sewers	2½d.	11d.	1s. 1½d.
Disposing of house and factory refuse	5d.	—	5d.
Libraries and Museums	—	2½d.	2½d.
Parks and playgrounds	5¾d.	—	5¾d.
*Public Health	¼d.	6¾d.	7d.
*Welfare of the aged and of invalids	—	3¼d.	3¼d.
*Care of children without homes	—	2¼d.	2¼d.
Town Planning	1d.	2d.	3d.
*Highways	5½d.	10½d.	1s. 3½d.
Public Lighting	3d.	—	3d.
*Fire Service	—	3½d.	3½d.
*Housing	2½d.	—	2½d.
*Police	—	7¾d.	7¾d.
General Cost of running the Councils	1s. 0d.	6½d.	1s. 6½d.
Grants from County to Dis- tricts	—	10½d.	10½d.
			<u>11s. 8¾d.</u>
Deduct			
Central Government Grant	11¼d.	—	11¼d.
Revenue from licences and similar sources	—	10½d.	10½d.
			<u>1s. 9¾d.</u>
Rate paid by ratepayers			<u>9s. 11d.</u>

(The rate is 9s. 11d. in each £1 for each six months. The number of pounds on which the Rate is paid depends on the value of the ratepayer's property, e.g. if your house is valued at £30 so far as rates are concerned, the owner will have to pay 30 × 9s. 11d. every half year.)

answer is that they have only to decide on matters of policy. To carry on the day-to-day work each Council has its full-time, paid officers. The chief of these is the Town or County Clerk, who is generally a lawyer. Then there are the Treasurer, the Architect, who may have designed your school, the Chief Education Officer, the Librarian, the Surveyor, the Medical Officer, and the Engineer—each with his own staff. The Council employs teachers, doctors, policemen, firemen, roadmen, dustmen—you can add to the list from the diagram on page 7. As you will see when you come to the chapter on Whitehall, the local Council is in some ways like the Central Government in small, with elected amateurs settling the general line to be followed by non-political, expert staffs, who settle the details day by day.

How are all these local government services paid for? Part of the answer is at the foot of page 2, where there is a picture of the Demand Note for the Rate which all owners of freehold land or houses have to pay to their local Council twice yearly. On the left is the back of one of these Demand Notes. The front shows the individual ratepayer what he has to pay, but the back interests us more, because it shows how the money is spent. It shows how the total rate, which in this case is 9s. 11d., is divided up between the different services.

Education, you may notice, is the most expensive single item. You can see which jobs are carried out by the County and which by the Districts, while some are shared. The Demand Note also shows how the Central Government grants money to the local Councils towards the cost of these services. (Actually, the Government pays, out of taxes, much more than is shown, because the cost of all the services marked with a star is only listed after deducting Central Government grants. For instance, the Central Government pays more than half the cost of education.)

The grants of money made by the Central Government are one means by which it exercises control over the local Councils. If it wants to encourage them to extend one of their services, for instance housing, it will increase the grant for new houses. But if a Council exceeds its powers, the Central Government may refuse to pay. Whitehall also has the right to inspect the work of your local Council. If it really becomes necessary it can even apply to a Court of Law to stop the Council doing what it is not entitled to do, or, in some cases, to compel it to do what it should do.

“Whitehall”



THIS big diagram on the right is not as bad as it looks. We have split up the functions of the State into two main divisions: foreign affairs (our relations with overseas countries) and home affairs. This “home affairs” division is then cut up into three sections: law and order, trade and industry, social services. Each section is represented by some pictures. Around the drawings we have grouped the Departments of the Central Government—the great Civil Service Departments. Each Department is joined by a line to the section with which it is concerned.

The picture shows you at once how much of the activity of the modern State is concerned with trade and industry and with the “social services,” which contribute to our well-being at home. You saw on pages 1 and 2 that in your lifetime the State has greatly increased its activities and these new activities are chiefly the ones shown by the pictures in the right-hand half of the diagram. The comparatively new Ministries are those like Labour, Food, Supply, and Transport, or those like Education and National Insurance. On the left are some ancient Departments: the Foreign Office, the Admiralty and the War Office. The nation has always had dealings with other countries and we might say that these old Departments are the face which we turn to foreigners. The Foreign Office speaks for us in our peacetime dealings with them. The Admiralty, the War Office and the Air Ministry defend us in war. The Home Office, another ancient Department, secures us law and order at home.

In the diagram the Bank of England is joined by a line to the Treasury, because it is now directly under State control, but it is not actually a Government Department. We have not put in a line to link the Foreign Office to the pictures which stand for trade and industry, but you must remember that the ability of the Foreign Office to deal with other countries depends on the strength and well-being of the whole nation. And of course the Ministry of Defence depends on the country's industry, agriculture and trade. The rest, we think, is in the picture if you look at it carefully enough, but on the right are notes on some of the Departments.

[continued at the top of page 12]

NOTES

The Foreign Office *keeps in constant touch with our Ambassadors in foreign countries. On our behalf it makes treaties or agreements with other nations. It speaks for us at the meetings of the United Nations Organization.*

The Treasury *prepares the yearly Budget, which is presented to Parliament. When it is passed the Budget determines what taxes and duties we shall pay that year. The Treasury has special planning committees and now influences much of the industry and trade of the whole country. The Permanent Secretary of the Treasury, who is the chief civil servant in that Department, is also Head of the Civil Service, as the Treasury is responsible for the organization of the whole Civil Service.*

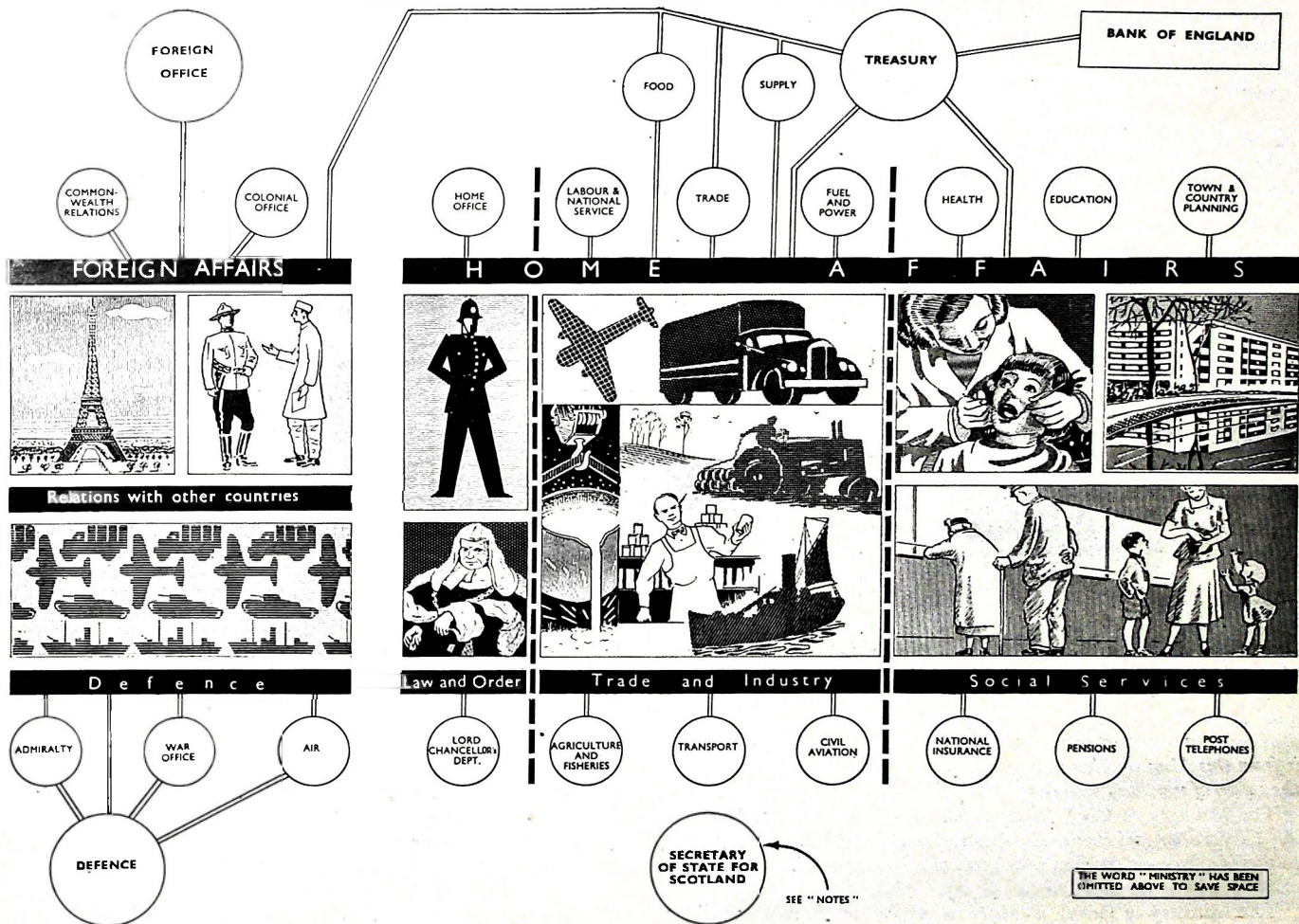
The Board of Trade *helps the Treasury in such things as drives for increasing production in our factories, increasing our exports, the regulation of our imports, and controlling the use of scarce materials and labour.*

The Ministry of Supply *also helps in this work, dealing with commodities, like rubber, of which we could not get as much as we wanted after the war. It also arranges for the development of new types of aircraft for the Ministry of Civil Aviation and for the supply of munitions of war to the Ministry of Defence.*

The Ministry of Fuel and Power *rationes petrol and oil when they are scarce. It is responsible for the National Coal Board, which operates all the coal mines in the country, for the British Electricity Authority, which operates all the power stations and distributes electricity to factories and homes throughout the country, and for the British Gas Council which has taken over all the gasworks.*

The Ministry of Labour and National Service *runs the Labour Exchanges, which try to help everyone to find*

[continued at the foot of page 12]



Central Government to the local Councils. It also planned the National Health Service. It draws up the nation's plan for housing and helps the local Councils to get rid of slums.

The Ministry of Town and Country Planning *decides on the best use of space in these crowded islands and sets up Development Corporations to plan new towns. It prevents the haphazard spread of houses along main roads and into the open countryside and decides where there are to be "green belts" left open for the refreshment of town dwellers. It restricts ugly advertisements in public places like stations and along roads.*

The Ministry of National Insurance *administers the new social security scheme under which we are all insured against sickness, unemployment and industrial injury and all entitled to family allowances and old-age pensions. It is responsible for the Unemployment Assistance Board and the Public Assistance Board, which help those who are still in need after they have drawn all the money due to them from their insurance contributions.*

The Home Office supervises the 130 separate police forces in England and Wales and administers the Metropolitan Police in London. It runs the prisons and is responsible for the internal peace and security of the country, which our ancestors—who had to carry swords to protect themselves and their ladies—could not take for granted, as we do. Together with the Ministry of Defence, it organizes the civil defence services against the threat of war.

The Lord Chancellor's Department is concerned with the administration of the Law Courts, but His Majesty's Judges are independent of the Government.

Last, but not least, the Secretary of State for Scotland is a member of the Cabinet and has under him in Edinburgh separate Scottish Departments for Agriculture and Fisheries, Health and Education.

The Ministry of Food rations our main foodstuffs when they are scarce. It actually buys a great deal of the food in bulk from overseas and then resells it to wholesalers.

The Ministry of Transport has set up the British Transport Commission, which runs all our railways, inland waterways and the long-distance road transport services. It plans and maintains all main roads. It is from this Ministry that you get the Highway Code. It also supervises the safety of merchant seamen.

The Ministry of Civil Aviation has under it the British Overseas Air Corporation and British European Airways, which alone are allowed to provide those air services, which run to a regular timetable like trains or buses. It also regulates all civil flying.

The Ministry of Health is chiefly responsible for the relations of the

The Cabinet

THE diagram of the Central Government Departments on page 11 may look to you a little like some weird creature with several pairs of legs but no head to keep them all in step and walking in the same direction. The Cabinet is this creature's head and there is a diagram of it on the next page. It keeps the great Whitehall Departments in step and through them administers the country. At the same time it directs and controls the work of Parliament.

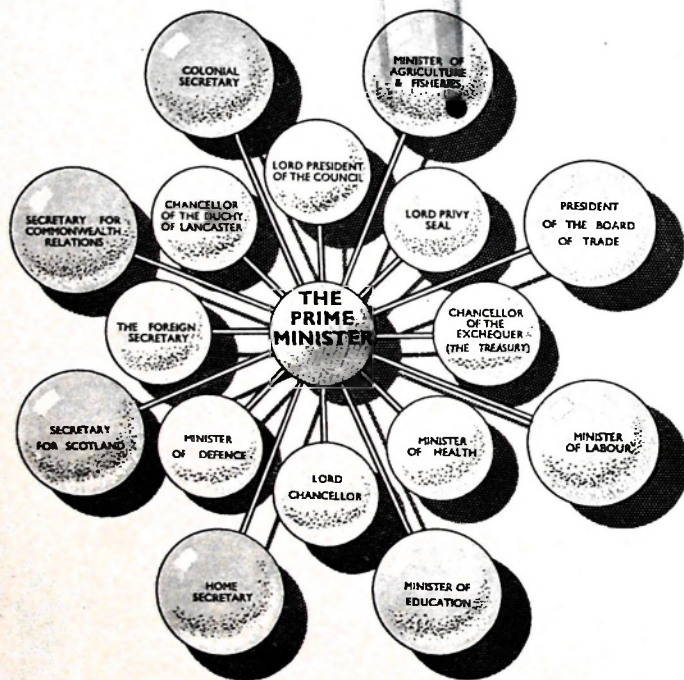
The picture on the right shows what the Cabinet looks like in the flesh. You see a group of very hard-working and generally able Ministers, leaders of the Party which is in power, sitting in the Cabinet room in No. 10 Downing Street. They are trying to find the wisest answers to some of the many anxious problems which daily crowd in on the Government of a modern State. The diagram on the next page tries to show how these men pool their brains to form the brain of the Government. But the Cabinet is not the whole of the Government. There may be over 70 Ministers, including junior Ministers, in the Government, but less than 20 may be members of the Cabinet.

We have put the Prime Minister in the middle of the diagram, because he acts like the chairman of a committee. He gathers and holds the threads. He is the central figure on whom all the others depend. Our diagram does not show all the Ministers who may be in the Cabinet. There may be several more. Most of them have their own Departments to run, in addition to being members of the Cabinet. But not all Cabinet Ministers are actually responsible for the day-to-day running of a Department. There are some who have more time to tackle long-term problems, such as whether the country can afford to raise the school-leaving age again. Or they may take on new tasks, such as watching over the development of nationalised industries. These Ministers are rather like the reserves in a football team.

The names of most of the Ministers in the diagram show you which Department each one controls. But some names—the Lord President of the Council, the Lord Privy Seal, the Chancellor of the Duchy of Lancaster—may mean nothing to you. These are old,



THE CABINET



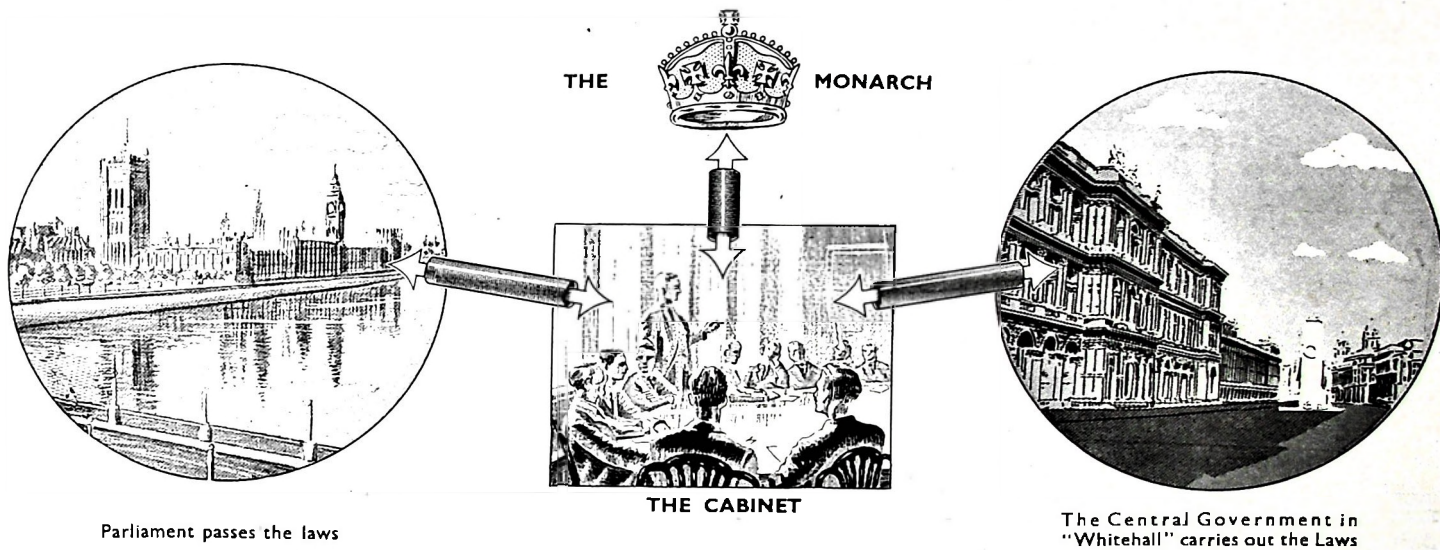
historical titles handed down from the days when the King governed personally. Now they may be used for the Ministers who have no Departments. Although by title they are Lords, these Ministers are most often members of the House of Commons. One or other of them may also help the Prime Minister by sitting as Chairman of a Committee of the Cabinet, such as the Defence Committee or a Committee on Economic Policy. Such a Committee may also be set up to deal with a particular problem like civil defence. It would consist just of the Ministers most concerned, whether or not they are members of the Cabinet.

Not all the Ministers in charge of Departments are also members of the Cabinet. For instance, the Postmaster General, who is responsible for the Post Office, or the Minister of Town and Country Planning, or the First Commissioner of Works are not Cabinet Members. This is because their Departments seldom deal with questions of broad policy. The Ministers of Food, Fuel and Power, Supply, Transport and National Insurance are not usually members of the Cabinet, although they control important Departments and will attend meetings of the Cabinet which particularly concern them.

In the Cabinet there is no voting. The Ministers really pool their brains and reach a decision by compromise and general agreement. And once a decision is taken each Cabinet Minister must support it in public, even if he argued against it in the Cabinet. If he feels unable honestly to do this then he must resign. No report is published of what each Minister said in the Cabinet Room. The Cabinet meets in private and its 'secretariat' records the decisions taken and keeps those Ministers who are not members of the Cabinet informed.

The Prime Minister must lead the Cabinet. This is because he is leader of the Party which the voters have put into power. He selects the members of the Cabinet—and the other Ministers who are not in the Cabinet—from the outstanding men (and women) in the Party. He chooses those who will make able administrators and who will get on well with the others in the Cabinet. Sometimes a man may prove a failure. He may not administer his Department well, or he may quarrel with others in the Cabinet. If that happens the Prime Minister may require him to resign. The Prime Minister may also ask Ministers to change from one Department to another.

The Prime Minister is the central figure in the Cabinet, not only



because he is the leader of the Party and appoints or dismisses Ministers, but also because he alone is entitled to submit to the King the resignation of the whole Government. He does this if it loses the support of Parliament, or if he feels that the Cabinet is no longer sufficiently united to carry on. When the Prime Minister resigns the King will generally dissolve Parliament and the voters will be asked to choose their representatives in the House of Commons again and there will be a fresh Government. Occasionally, generally in a grave national emergency like war, the Cabinet may be formed from the members of more than one Party and this is called a coalition.

The picture at the top of this page shows how the Cabinet is the link between Parliament and the Departments of the Central Government in Whitehall. It decides what are the main laws to be passed, and leads and controls the debates in Parliament. In fact it determines

what work Parliament is to do and then directs the carrying out of that work. Without the Cabinet, Parliament would be like a railway with no timetable, and the great Departments in Whitehall would be a body with no head. The Prime Minister is the link between the Cabinet and the King.

By public speeches and by talks on the wireless the Ministers also help to form public opinion on the great questions of the day. You will see now why we wrote that Cabinet Ministers are hard-working men nowadays. Things have changed a great deal since the days when the Cabinet consisted of a handful of noblemen, who could deal without strain with the comparatively simple problems of a more leisurely age, when the population was much smaller and the functions of the State much more restricted. To-day the strain on Cabinet Ministers and particularly on the Prime Minister is very great.

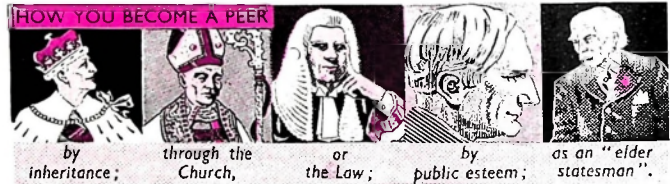
Parliament

PARLIAMENT is supreme. This means that there is no law which it cannot make or unmake. It also means that M.P.s cannot in one session of Parliament restrict what may be done in a later session. For instance, Parliament might raise the school-leaving age to 18 and, feeling very strongly about it, might add to the law: "This Act shall not be repealed or withdrawn." But there might well be an outcry in the country against this law. It would be discussed at the next election and if the country as a whole were against the law, we should elect a majority of M.P.s who were against it. And these would repeal it, whatever it had in it about never being altered. This shows that Parliament can always change what has been done before. It also shows that it is dependent on the electors and must in the long run reflect their will.

Sometimes a Minister may himself do something unlawful by mistake. In that case Parliament must pass an Act excusing him from the consequences of what he has done. This shows that although Parliament can *alter* any law, even M.P.s or Ministers must not *break* a law. But you must remember that a great deal of the day-to-day administration of the country is nowadays carried out by Orders and Regulations issued by a Minister under general powers given him by an Act of Parliament. For instance, all the important details as to the working of the national health service depend on Orders issued by the Minister of Health. Business men must study the Orders issued by the Board of Trade. Tens of thousands of such Orders and Regulations have been made and they have all the force of laws unless Parliament objects to them.



Parliament is in two parts; the House of Lords and the House of Commons. It is the House of Commons which wields the supreme power, because it is a member of the Commons whom you help to elect. The members of the House of Lords are not elected, so they do not directly represent the popular will. Consequently—if they disagree with the Commons—they can only delay a suggested law and send it back to the Commons to be discussed again. The House of Commons can in the end insist on having its way, although it may happen that there is a change of Government before a suggested law can be reconsidered and that the new Government decides to drop it. On a "Money Bill" the Lords have no say at all. (Before a proposed law is passed by Parliament, it is called a Bill. After it is passed it becomes an Act. When the Speaker, that is the chairman in the Commons, certifies that a Bill is a Money Bill, it is not discussed by the Lords.)



How do you become a member of the House of Lords? Your father may have been one before you, or you may enter the House of Lords as a Bishop or as, say, Lord Chief Justice. Or the Government may grant a peerage to an outstanding man and make him a peer as a sign of esteem and so that the country may use his ability and experience. A great doctor or great scientist, or a great Trade Union leader or economist, or a highly successful businessman may be made a Lord. Quite often a man who has had a long and useful career in the Commons may in old age accept a seat in the Lords. In this way he continues as an "elder statesman" to give the country the use of his experience, without the strain of fighting an election or taking part in the strenuous life of the Commons. Although there are over 800 peers only a handful regularly attend the debates—and that handful probably consist of those best able to take part in them.

1. The Commons

PASSING AN ACT OF PARLIAMENT



First Reading



The Second Reading



In Committee



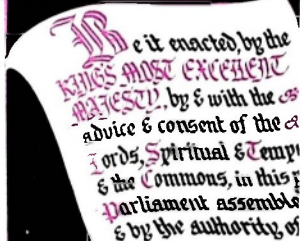
The Report Stage



The Third Reading

2. The Lord

3. The Royal Assent



NOTES

The First Reading is only a formal announcement that the Bill will be discussed. The Second Reading is the time for a debate on the general principles of the proposed law. Details are discussed in Committee. If the Bill is very important the Committee will consist of the whole House of Commons, but there are smaller Standing Committees or special Committees dealing with different subjects and the Bill may be referred to one of these. If so, the proportion of the members of each Party appointed to the Committee will be the same as in the complete House. These Committees are most important, as without them Parliament would be quite unable to deal with the mass of work before it. They are able to discuss a new Bill almost sentence by sentence. The Bill with the changes made in Committee is then reported to the whole House, which accepts or rejects the Committee's changes. The Third Reading is only for final polishing.

Any Bill (except a Money Bill) may start in either House of Parliament.

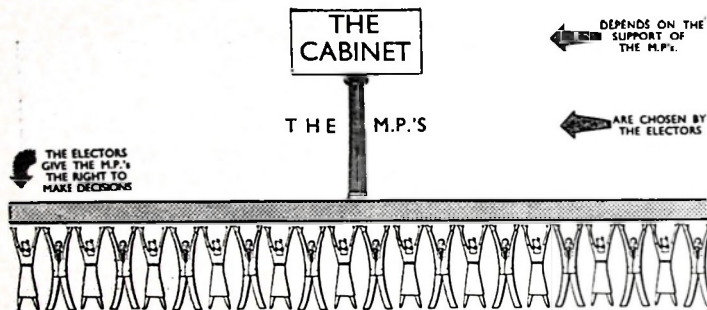
The Minister whose Department is most concerned will of course lead the debate in favour of the Bill.

We said that without the Cabinet Parliament would be like a railway with no timetable. The King's Speech at the opening of each session is in some ways like a timetable. It is written by the Cabinet and contains the programme of the laws which the Government hopes to pass, together with a statement of its policy on home and foreign affairs. The series of cartoons on this page shows how a Bill, after it has been worked out by the Government, is passed by Parliament and becomes an Act—part of the law of the land.

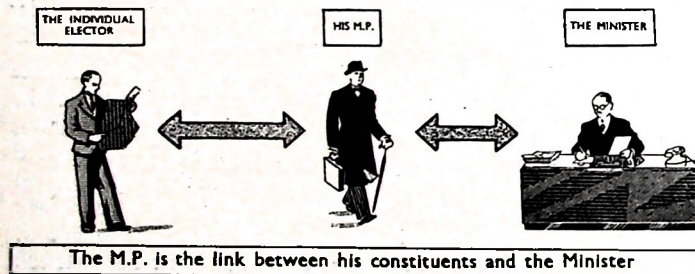
Nowadays Parliament handles such a mass of business that methods have been worked out to shorten the discussions, such as the "closure" and the "guillotine." The "closure" means that the amount of time to be devoted to each point is settled before the debate starts and this time cannot be exceeded, however many M.P.s still want to speak. When the "guillotine" is applied discussion is cut short as if by a knife and the House goes on to discuss the next point.

When there is no agreement, the House of Commons (and also the Lords) reaches its decision by voting. Then the majority gets its way. And as the Cabinet is chosen from that Party which has won the election and has the most M.P.s its Bills are generally passed into law. But the minority M.P.s are able to voice their opinion and that of the electors they represent, and they often secure alterations in a Bill as it passes through Parliament and before it becomes law. So important is it that the minority should have its say that the Leader of the Opposition, that is of the minority, is paid a salary by the State, just as if he were a Minister in the Government.

It is the duty of each Party's "Whips" to whip up all the members of their Party to vote—even if it means the members sitting up all night to do so! The Whips try to make sure that each Party's members vote according to the Party's policy. Sometimes a member feels obliged to vote against his Party or even to resign from it.

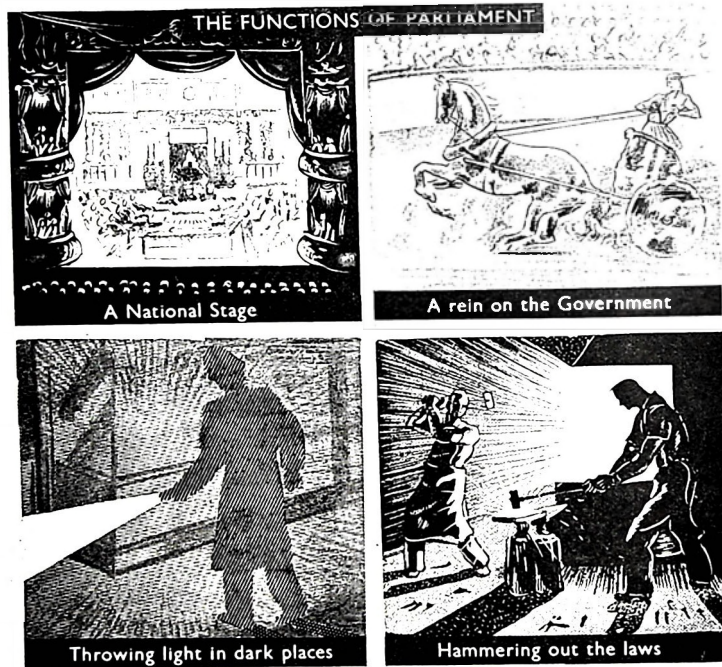


You know that the members of the House of Commons are chosen by the electors and it is from the electors that they get the right to make decisions. The Cabinet, in turn, depends on the M.P.s. If it can no longer count on the majority voting for its Bills it falls. This means that the Prime Minister hands in his resignation and that of the Cabinet to the King. Then there is generally a fresh election and the questions on which the M.P.s have disagreed are put to the electors. Even if the Cabinet does not fall there is a fresh election at least every five years.



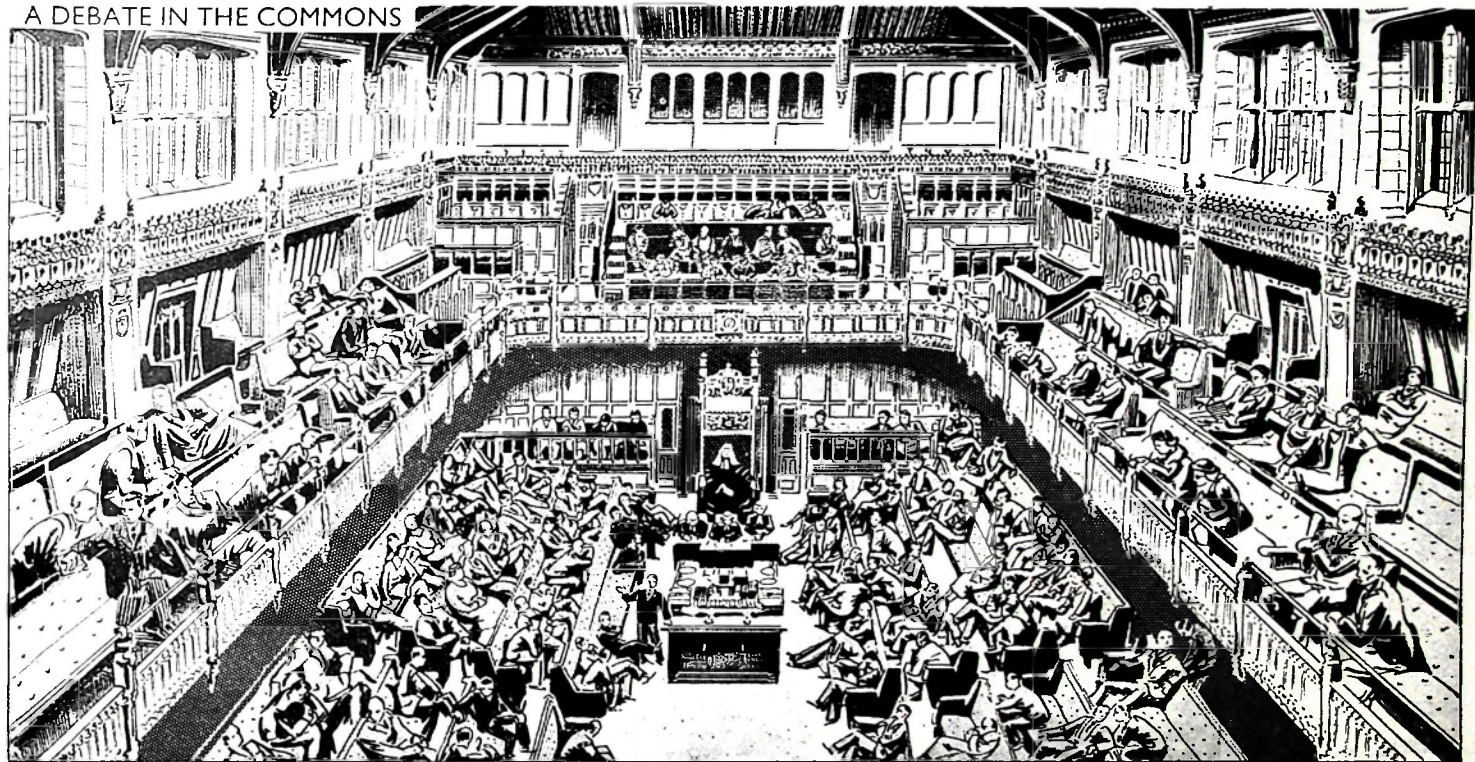
Did you think, when you read about the Whips, that the ordinary M.P. really has little to do except vote as they tell him to? The ordinary M.P., who is not a Minister, has a lot to do, apart from voting and speaking in debates. He is the link between the electors of his constituency and the Ministers. You, as an individual, know where the shoe pinches. Your M.P., by writing or speaking to the Minister, or by giving you advice and explaining things to you, can

make sure that your individual case is fairly dealt with. Sometimes he may even be able to bring in a private Bill of his own. For instance, a recent Bill which changed the divorce law of the country was brought in by an ordinary M.P., who was not a Minister. Your M.P. represents everybody in your constituency, whether they voted for him or not.



But the ordinary M.P. probably plays his most important part at Question Time. Every afternoon a period is set aside when Ministers, from the Prime Minister downwards, have to answer searching questions about their conduct of affairs put to them by M.P.s of all Parties. This is done under the watchful eye of the Speaker, who stands above Party and who always makes sure that Parliamentary discussions do not sink into squabbles and that nothing

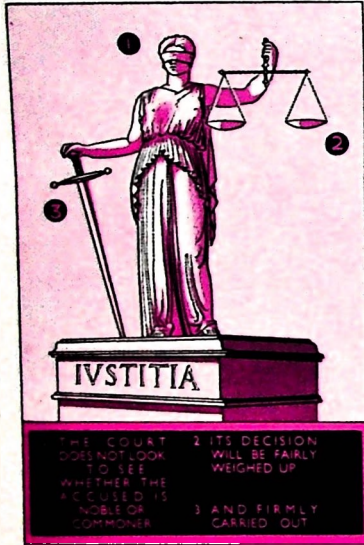
A DEBATE IN THE COMMONS



is said or done which would upset the dignity of the "Mother of Parliaments." At Question Time ordinary M.P.s can insist on light being thrown on to mistakes or on to foolish or hasty actions which Ministers might well prefer to keep dark. And of course, the whole country is watching, because everything exciting that happens in Parliament is reported in the newspapers and in the B.B.C. News, as well as in the full account of each day's business which is printed in "Hansard"—the official report of everything said in Parliament. At certain times also ordinary M.P.s may themselves raise questions of urgent importance for the whole House to discuss.

Sometime or other you have probably acted in a play, with a whole audience watching the stage and listening to all that is said. Parliament is rather like a stage on which the whole country can see the Ministers and M.P.s discussing and deciding questions which affect the safety and the well-being of us all. Parliament also acts as a rein on the Cabinet, so that it cannot do as it likes (cannot act as a Hitler), but must satisfy the consciences of the majority of the M.P.s and answer the questions of all. In Question Time Parliament throws a bright light into dark corners. And its first function, you will remember, is to hammer out and to pass laws.

The Law Courts



HAVE you ever seen this figure before? It is generally used to represent the Law Courts. The figure is blindfold: the Judges must not look to see whether those brought into Court for having committed crimes are humble people or the great ones of the land, whether they are rich or poor. The figure holds a pair of scales: the verdict will be fairly and evenly weighed up according to the Acts of Parliament and according to the decisions handed down from one generation of Judges to another. And in its right hand the figure holds a sword: not only shall the

verdict be weighed up, but it shall also be carried out.

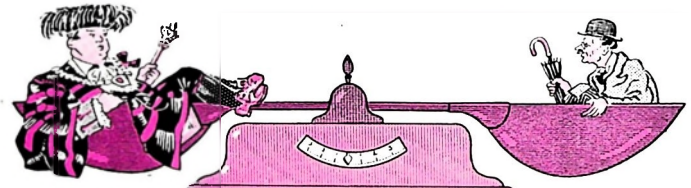
The Law Courts, however, are expensive. Judges, barristers and solicitors are skilled men who must be paid. They are needed because sifting evidence and searching out the truth is difficult. There are complicated rules to make sure that all is done fairly. The poor cannot afford to pay for this as easily as can the rich, but as it is our aim that rich and poor shall be equal before the Courts, the poor man can demand the aid of lawyers who are paid by the State.

Now let us look more closely at the scales held by the figure in a particular case. In the instance shown in the second picture, the left-hand figure is supposed to be the Government itself, while the figure on the right is that of the ordinary citizen. The Courts of Law uphold the rights of the ordinary man even against the Government if necessary. As we wrote on page 16, even a Minister may not break a law, nor give orders which Acts of Parliament do not clearly say he may give. The police cannot search your house nor arrest you without a warrant given them by a magistrate. You cannot be put in

prison without being told what crime you are accused of. And if you are imprisoned, you must be tried in a public Court of Law and allowed to defend yourself. If you are accused of any serious crime the verdict will be given by a jury of 12 ordinary men and women like yourself.

That is what is meant by the Rule of Law. It is the difference between our State and a dictatorship, in which people are taken from their beds in the night and disappear without anyone even hearing what has become of them. The Courts of Law uphold the liberties won for us by our forefathers. The Judges cannot be dismissed by the Government.

Some Courts deal with criminal cases and some with civil. A criminal case is one in which the State itself accuses you of having



In a Court of Law the rights of the ordinary man will be upheld even against the State

done something harmful to the *public well-being*. For instance, if a person is accused of having committed murder, or started a riot, or stolen, he (or she) will be tried in a criminal court. But in our time there are so many Orders and Regulations that some act much less sensational than murder may be a crime. Anyone who has made a false declaration in order to get special food or extra petrol has committed a crime. A firm importing goods from abroad without paying the proper duty to the Customs authorities, or carrying out extensive re-building without a licence has also broken the law. So has a man who builds his own house contrary to local building by-laws. You see that most of these new crimes arise through the many thousands of regulations which the State has had to issue in order to deal with the post-war scarcities, in its attempt to ensure that scarce goods go where they are most needed.

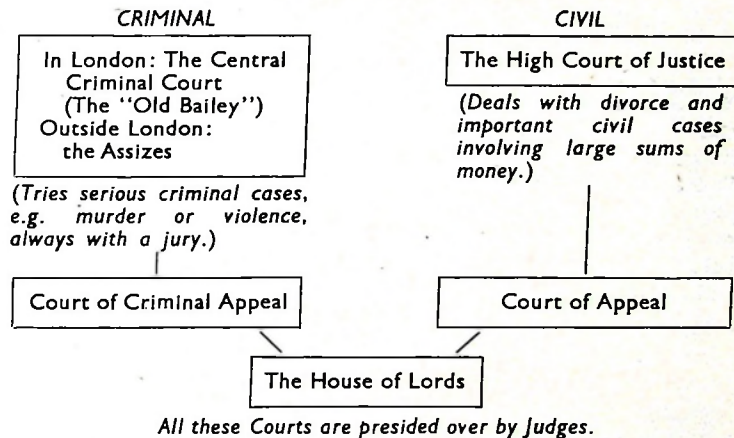
In a civil case you are accused by another ordinary citizen, because he thinks you have harmed him or her *personally*. The State does not interfere, but provides the Court of Law so that the dispute may be settled fairly and peacefully. But the State itself can also appear in a civil case as if it were a private person or firm—it can now either be accused as if it were a private person or appear as plaintiff.

The Courts which try the great mass of minor *criminal* cases are generally called "Police Courts," because it is usually the police who bring before them the people who have broken the law and made a public nuisance of themselves in fairly minor ways—for instance riding a bicycle dangerously, shoplifting, betting in public houses, or being drunk and disorderly. In the large towns these Courts are generally under a professional lawyer, who is called a Stipendiary Magistrate ("Stipendiary" means that he receives a stipend, in other words he is paid). Where there is no Stipendiary Magistrate, two or more Justices of the Peace preside over the Court. They are amateurs, chosen from amongst the leading inhabitants of the county and they rely on the Clerk of the Court to tell them what is the law. Before the middle of last century all local government was carried on by Justices of the Peace, who received their instructions direct from the King's Privy Council, so that it is a very ancient office. More serious criminal cases are passed on to the Court of Quarter Sessions, under a Judge, who sits with a jury, and who may hear appeals from the lower Courts. (To appeal means to ask to have the case reconsidered.)

The mass of *civil* cases go to the County Courts, again under a Judge. These County Courts were only created last century, to deal with the great number of cases which come up in the course of modern business transactions.

The diagram on the right shows you how the *serious* criminal and civil cases are dealt with in England.

Appeals to the House of Lords are only allowed in civil cases on points of law, not of fact. In criminal cases appeal to the Lords is only possible if the Attorney General (who is a Minister) gives his consent. The House of Lords is the Supreme Court, beyond which there is no further appeal. But the House of Lords which sits as a Court does not consist of all the Lords who may attend when a Bill is being discussed. When the House of Lords is sitting as a Court only



those qualified to act as Judges will be there, that is the Law Lords.

Scotland has a different set of Courts. In the towns there are Baillies' or Magistrates' Courts, while in the countryside the Courts sit under Justices of the Peace. They deal with minor civil and criminal cases. All but the most serious civil and criminal cases can be tried by the Sheriff's Court. The really bad crimes, such as murder, are tried by the Court of Justiciary in Edinburgh, above which is a Court of Appeal. The most serious civil cases go before the Court of Session. The final appeal is to the House of Lords, but only on points of law and only in civil cases.

In England all members of a jury must agree, but in Scotland they decide by majority vote. In both countries young people are generally tried in special Juvenile Courts, which have a simpler, more friendly and less formal procedure. In ordinary Courts this formal procedure, with rules of evidence and sometimes cross-questioning by barristers (you have probably read all about it in detective novels) is intended to prevent people deceiving the Court or innocent people being wrongly condemned on mere rumour. But with young people it is considered that something more akin to an enquiry conducted by a strict Headmaster or Headmistress is more likely to get at the truth and to prevent young hooligans turning into hardened criminals!

The Monarch

You may have wondered why we have not written about the King earlier in the book. The reason is that he is a link between the United Kingdom at home and the Commonwealth and Colonies overseas. So far this book has dealt with the United Kingdom. In the remaining pages we cross the seas and go abroad. It has seemed best to describe the work of the Monarch (which means either a King or a Queen) between the two.

The country is governed in the name of the King, but nowadays

tell them just what is being done in every Department of the State, while they are in office. The King reads them year after year throughout his reign.

The cartoons on the next page show the King's main functions as formal head of the State. The Monarch represents the nation in its most solemn moments. He is Head of the Armed Forces, who take an oath to serve him loyally. The King gives social leadership, combining dignity with informal friendliness. Royal pageantry gives

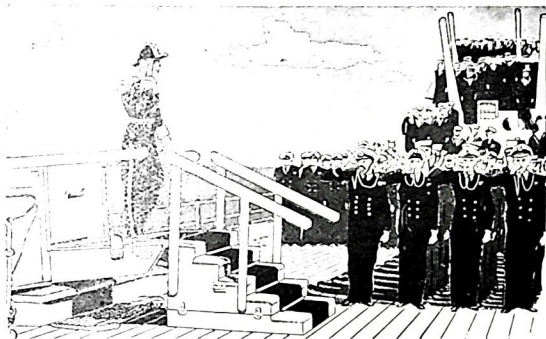
KING GEORGE VI				
Mr. Baldwin	Mr. Chamberlain	Mr. Churchill	Mr. Attlee	?

the King always follows the advice of his Ministers in political matters. However, his position is still one of great importance. He no longer gives his Ministers orders, but he may give them advice, or encourage them in their plans, or warn them against plans which seem to him unwise. And his advice carries weight, for he is the formal head of the State.

Also he has an important advantage which is denied to Ministers. Once he ascends the throne, the King normally reigns for the rest of his life. This means that after a time there is a great wealth of experience behind his advice. King George VI only came to the throne in 1937. Yet the diagram shows how many Prime Ministers have already come to him to receive the "seals of office"; have had their turn in office and have departed again; while he remains King. He alone regularly has experience of government with different political Parties. Cabinet Ministers only see the State papers, which

colour and interest to public events, such as the opening of a new session of Parliament. This helps to stir our imagination, so that we realize their importance. The King, on the advice of the Prime Minister, confers honours on those who have served their country well and formally appoints men to many important public positions, such as to be Governor-General of a colony. He provides a focus for our loyalty to the State and in modern times an example of family life as we all wish to lead it.

The position of the Monarch calls for self-discipline and a high sense of duty. All the Royal Family are constantly in the public gaze, which is a great strain. The Monarch is supported in this trying position, as a symbol or sign of the best in his people, by their loyalty and affection. The Monarch is also the only remaining formal link between the different parts of the Commonwealth—as you will see on the next page.

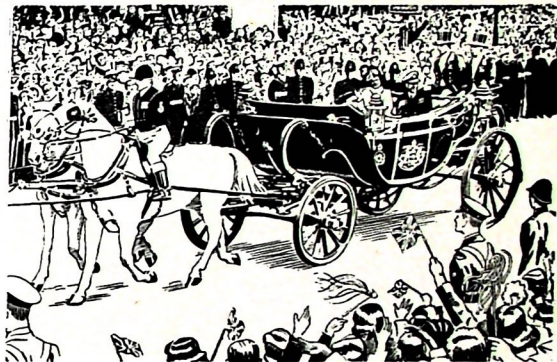


HEAD OF THE ARMED FORCES

THE MONARCH



THE NATION'S MOST SOLEMN MOMENTS



ROYAL PAGEANTRY



RECEIVING COMMONWEALTH PRIME MINISTERS



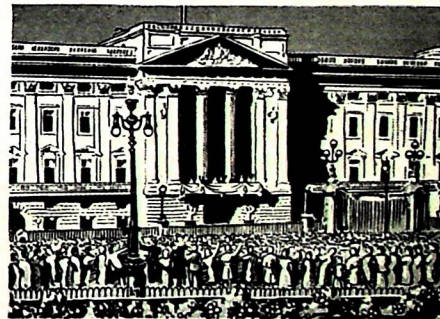
SOCIAL LEADERSHIP



CONFERRING HONOURS

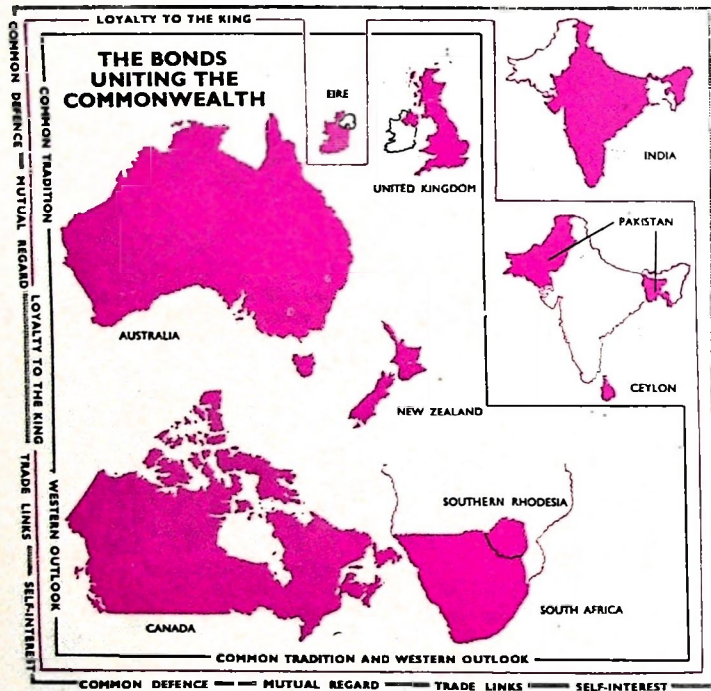


AN EXAMPLE OF FAMILY LIFE



A FOCUS OF LOYALTY

The Commonwealth



WHEN you have been watching a football or netball match, have you ever tried describing the positions of all the players and the changing patterns they make on the ground—while they are all constantly moving to and fro after the ball? Describing the British Commonwealth is about as difficult, because it is changing. But it is worth trying, because in your lifetime decisions must be made which will affect your lives and the world as a whole.

The British Commonwealth is unique, because it is scattered all over the world and linked only by sea and air. Other nations have founded Empires spreading out across the land from their own

borders. The Romans once upheld the "Roman peace"—law and order maintained by Rome—over all the civilized world of their time. The British have established the "British peace" in vast countries as far apart as Canada and Australia. But you may not realize that it was only in 1931 that our Parliament gave up its right to pass laws affecting the great Commonwealth countries like Canada, Australia, New Zealand and South Africa.

These four countries are all ruled by white men. These men are chiefly of British stock, with a common Western outlook and common traditions—although this does not apply equally well to South Africa. (They are Christians. They are proud of the same things in history as you are. They are proud of their loyalty to our King and they are used to our methods of government.) Now something quite new is happening. For the first time countries governed by coloured men have joined the Commonwealth as equals. They are India, Pakistan (the Moslem parts of India) and Ceylon.

Only the coming years will show how the Commonwealth changes and develops so as to solve its new problems. For there are new problems. India, Pakistan and Ceylon have only recently gained their independence. They have a long history and past traditions which are different from ours. India has even joined the Commonwealth as a Republic. This means that His Majesty is not King in India, although India accepts the King as Head of the Commonwealth. Then there are other problems between the different Commonwealth countries. India, Pakistan and Ceylon are the countries of coloured peoples. But Australia will not admit coloured settlers and South Africa does not want the Indians who live there or the Bantus (the native negroes) to vote at elections in the same way as the white people. As equal members of the Commonwealth these countries must come to understand each other's point of view.

Then there is the old problem of Catholic Ireland, which wishes to unite the whole of the country, although the Protestant inhabitants of Northern Ireland do not agree. The Republic of Ireland has recently ceased to be a member of the Commonwealth, although she is linked to Britain by trade and wishes to keep in close and

friendly touch with the Commonwealth. The diagram on page 24 shows the bonds which hold the Commonwealth together, but the Irish Republic should not really be in the diagram at all. At the same time she is not a foreign country and Irish people living in Britain can remain British citizens!

You will see that there are no laws holding the Commonwealth together. The trade links in the diagram mean that we buy a lot of food and raw materials such as wool from the Commonwealth countries and sell them things like machinery, cars and locomotives in exchange. The strongest bond is perhaps the desire of each country to remain part of such a strong union.

Before the last war, Britain undertook most of the defence of all the Commonwealth countries. The United Kingdom navy policed the seas, aided by the smaller navies of the Dominions and India. United Kingdom factories produced most of the guns, the tanks and the planes. Now the United Kingdom has been more badly weakened than the other Commonwealth countries by two great wars against Germany. And Canada and Australia in particular have built more factories to produce their own ships and guns, tanks and aeroplanes. In future the young countries will probably take a larger share in the defence of the Commonwealth.

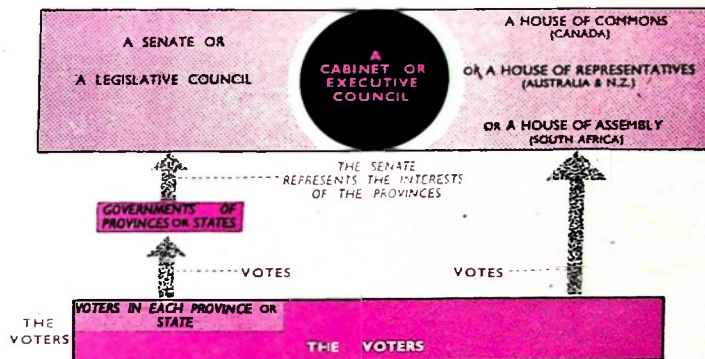
Canada, Australia and New Zealand are washed by the Pacific Ocean. They look towards the Far East and are more directly concerned than we with what happens in Japan, China, Burma, Malaya and the East Indies. In this they are joined by the United States of America, the great new nation sprung from British traditions which has taken over the leadership of the Western world.

The Commonwealth unites a great many of the world's inhabitants in peace. You will see in the rest of the book how it may join with other nations to bring peace to an even greater part of the world.

NOTES. This diagram tries to show how some of the great Commonwealth countries are governed. Each has a Cabinet (called Executive Council in Australia, New Zealand and South Africa) and two Houses of Parliament. The House of Commons (called by different names in different countries) is elected by the people, like our own. The other House (called a Senate except in New Zealand) is not, except in Australia, directly chosen by the voters and is therefore less important, like our House of Lords.

So far everything is similar to what you have already met at home. But

HOW SOME COMMONWEALTH COUNTRIES ARE GOVERNED

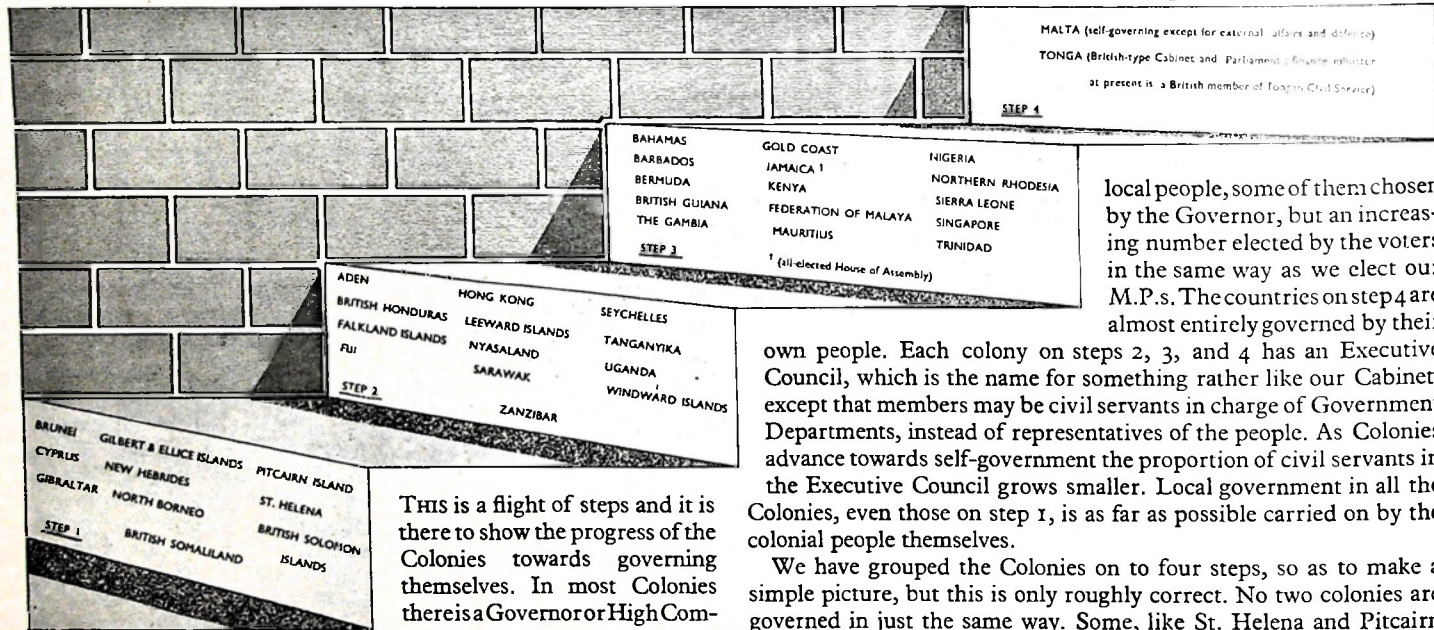


Canada, Australia, South Africa and India are vast countries, many times as big as the United Kingdom. They are so big that they are divided up into Provinces or States: ten Provinces and the Northern Territories in Canada (the tenth Province is Newfoundland), six States and the Northern Territories in Australia, four Provinces in South Africa. (The Northern Territories in Canada are too cold for many people to live in them; in Australia they are too hot.) Each Province or State has its own Government, elected by the people of the Province or State. And the interests of these State Governments are in turn represented in the Senate.

In Canada, Australia and South Africa the question is then: what powers has the country as a whole and what powers has each State or Province? In Canada they have few powers. What the Provinces may do is set out in an Act and the power to do everything else that a Parliament can do remains with the Government for the whole of Canada. In Australia it is the other way round. And in South Africa the Provinces have important powers but are under the Government of the country as a whole. Countries like Canada and Australia are called Federal States.

The different Commonwealth countries keep in touch by having High Commissioners in London and in each others' capitals, who act as channels for information between their governments and ours. Particularly, of course, they are in touch with the Secretary for Commonwealth Relations. The King is represented by a Governor-General in each Country. The various Prime Ministers meet from time to time and Ministers from the different Commonwealth countries will probably meet more often in future.

The Colonies



THIS is a flight of steps and it is there to show the progress of the Colonies towards governing themselves. In most Colonies there is a Governor or High Commissioner, who has the final word

as to what shall or shall not be done (although for instance in Zanzibar the Sultan is still the formal head of the country). The Governor acts for the Colonial Secretary in London, who is responsible to Parliament in Westminster for the well-being of about 60 million people in the Colonies, 50 million of them in Africa.

On step 1 are those Colonies where the laws are made by the Governor himself, advised by local councils. On steps 2 and 3 are those where there is a local "Parliament," generally called the Legislative Council. Those on step 2 have "Parliaments" in which most of the members are government officials. But in the countries on step 3, the officials are outnumbered by representatives of the

local people, some of them chosen by the Governor, but an increasing number elected by the voters in the same way as we elect our M.P.s. The countries on step 4 are almost entirely governed by their own people. Each colony on steps 2, 3, and 4 has an Executive Council, which is the name for something rather like our Cabinet, except that members may be civil servants in charge of Government Departments, instead of representatives of the people. As Colonies advance towards self-government the proportion of civil servants in the Executive Council grows smaller. Local government in all the Colonies, even those on step 1, is as far as possible carried on by the colonial people themselves.

We have grouped the Colonies on to four steps, so as to make a simple picture, but this is only roughly correct. No two colonies are governed in just the same way. Some, like St. Helena and Pitcairn Island, are too small to have their own Legislative Councils. Many, such as Cyprus and Gibraltar, are about to go up one step, or possibly two at once. Are you surprised that there are so many Colonies? (It is not quite correct to call them all Colonies, as some are Protectorates or Protected States and Tanganyika is a Trust Territory. The Federation of Malaya consists of nine States.)

If you look them up in your atlas you will see that these countries are scattered all over the world and obviously they are very different from one another. The inhabitants of some are negroes, who may still be leading a primitive life in villages of little huts. In some places, like Singapore or Hong Kong, you can see European cars alongside Eastern rickshas and people in the ancient Eastern dress

riding bicycles from Wolverhampton. In other places there may be many white settlers. In the West Indies the population is a mixture of negroes, whites and Indians; in Malaya of Malays, Chinese and Indians. We must deal with peoples having many different religions and customs and different histories.

The Colonial Office must understand and sympathize with all their different ways. It is our task to give all these peoples the advantages of modern ideas on health, education and government, of modern machines and methods of farming, without upsetting what is good and what suits them in their own customs. The Colonial Office sends doctors, teachers and scientists, as well as officials to help run the government. As they learn modern ways the Colonial peoples are gradually given more freedom to govern themselves. But in such lands as Kenya, where there is a mixed population, white and coloured, there is the difficulty of balancing the needs of the white settlers with those of the native Africans.

The first British traders who went to places like Jamaica or Malaya went for the sake of the sugar or rubber and tin which were wanted at home. These products are still very important to us, particularly

those which we can sell to America for dollars. The trade which the white men have developed has made the world richer, but we must make sure that the Colonial peoples benefit. The Colonial Office has worked out ten-year development plans, under which we are spending a lot of money on improving such things as the housing, education, railways and ports in the Colonies. Some Colonies, like Gibraltar or Aden, are chiefly valued as ports and naval bases.

Once again, you see, we are trying to describe something which is not fixed, but changing. After the last war we withdrew from Burma and Palestine, which are no longer connected with Great Britain. In 1932 we withdrew from Irak. Egypt, once occupied by a British army, is also independent, although we have left troops guarding the Suez Canal, which is the historic route to India, Australia and New Zealand. (Perhaps the Romans had the same thoughts in their minds when they withdrew from Britain!) India and Ceylon were under the control of Parliament in Westminster until after the last war, when India split into two States, India and Pakistan. These, with Ceylon, have now joined the Commonwealth as self-governing countries.

THIS DIAGRAM IS TO SHOW HOW MANY PEOPLE LIVE IN THE COLONIES, AS AGAINST THE NUMBERS IN THE UNITED KINGDOM, IN CANADA, AUSTRALIA, NEW ZEALAND AND SOUTH AFRICA—a reminder how important it is that the Colonies should be governed wisely.

THE COLONIES: 60,000,000



UNITED KINGDOM: 50,000,000



CANADA: 12,310,000



AUSTRALIA: 7,450,000



NEW ZEALAND: 1,760,000



SOUTH AFRICA: 11,260,000



NOTE : EACH COMPLETE FIGURE = 1,000,000

NOTE

At home, Northern Ireland sends Members of Parliament to Westminster, but Northern Ireland, the Channel Isles and the Isle of Man have their own local Parliaments and more or less run their own internal affairs. Of course, they are not Colonies, but parts of the United Kingdom.

One World

WE started with your local Council and we have travelled overseas to the British Commonwealth and Colonies. Now we go farther afield.

At home there is law and order. The police and the Courts of Law make sure of that. But they are unarmed and the police can only do their job because they have the backing of all the ordinary people in the country. We do not want to have to walk about carrying daggers and pistols, afraid to go out alone after dark. And in order to secure a peaceful life we are willing to give up certain rights. We have given up the right to attack a man who has wronged us. Instead we tell the police and take the wrongdoer into a Court and let the Judge decide the punishment.



In the Middle Ages baron fought baron and no man's life or property were safe



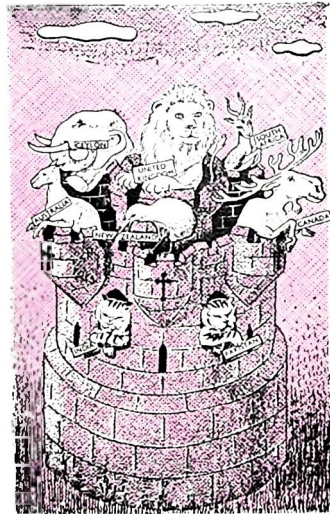
Now peace reigns within each country. The courts and police maintain law and order

Within each nation there is law and order. But between different nations there is still lawlessness, because each nation may still insist

on being its own Judge, itself avenging what it considers its wrongs. Nations must give up this right before there will be peace, just as you and I have had to give it up. Peace is the supreme need of our time and peace demands this.

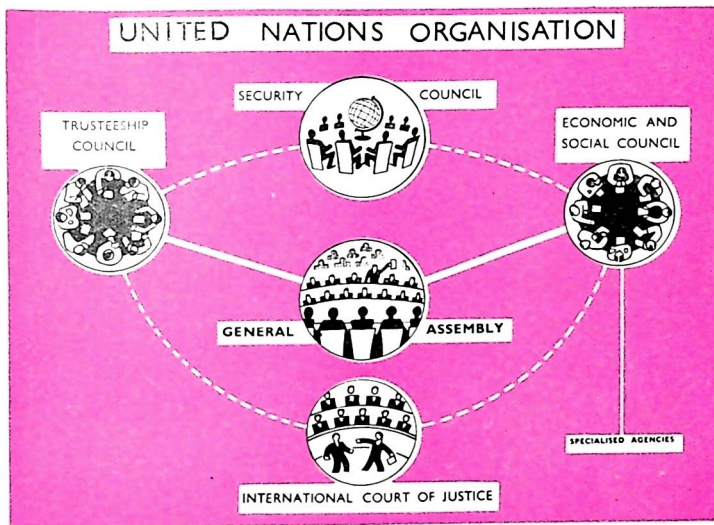
What steps have already been taken in the right direction? The countries of the Commonwealth and Colonies will not fight each other. This is the British peace. Three European countries, Belgium, the Netherlands and Luxembourg are working out ways of uniting into another sort of commonwealth, to be called the Benelux Union. An idea now being discussed is that many of the countries of Western Europe should form a sort of Western Union and a Council of Europe has already been set up. The nations forming the Union would in some ways have a common Government, but this far-reaching idea has still to be worked out. The U.S.A. and the countries of Central and South America have set up a Council to deal with the problems of that region, while the countries of Eastern Europe are organized under Russian leadership.

U.N.O. is the successor to the League of Nations, which broke down before the last war. It is an attempt to secure law and order throughout the world. Nearly all the nations of the world belong to it. Under it there is an International Court of Law to which all nations can bring their disputes to be settled peacefully. (This Court existed *before* the last war, which it was powerless to prevent, but it has successfully settled a number of disputes.)



Within the Commonwealth and Colonies there is peace

The diagram shows how U.N.O. is organized. Some of its Specialized Agencies are really the beginnings of a world government.



The World Health Organization is to give all countries the benefit of the best we know in medicine and public health. It has an international team of doctors and scientists, who go into poor and backward countries to help and advise. The Food and Agricultural Organization was successful in the extremely difficult task of peacefully and fairly dividing up wheat and other foods amongst the hungry countries after the war. It helps all nations to improve their farming. The International Labour Organization, which was taken over from the League of Nations, tries to better the conditions of work in all countries and to make sure that no one competes unfairly with others through "sweated labour." The International Bank and the International Monetary Fund are new "tools" intended to help all member-nations to avoid unemployment and to expand their industry and trade. The United Nations Educational, Scientific and Cultural Organization exists to combat ignorance all over the world

and to prevent the children of one country being taught lies about others.

In some ways modern inventions have already forced us to adopt some sort of world government for technical reasons. The Universal Postal Union (another of U.N.O.'s Specialized Agencies) makes it possible to send letters all over the world. Aircraft can fly regular services over most of the countries of the world and there is an International Civil Aviation Organization. A train runs regularly all the way from Paris to Istanbul—through several different countries—and you need not even change on the way. U.N.O. has an International Telecommunications Union and you can telephone almost anywhere in the world. "Almost anywhere"—that is the difficulty. In some ways things were better when your parents were young than they are now. At present you cannot telephone or travel freely to certain areas of the world.

The main organs of U.N.O. are intended to be the beginning of a world Parliament. The General Assembly is a council of Nations to discuss world problems and to settle them peaceably. It is helped by its Economic and Social Council, which is responsible for the work of the Specialized Agencies. Then there is the Trusteeship Council, caring for the well-being of colonies which are not yet sufficiently advanced to govern themselves.

Intended to act as a sort of Cabinet for the General Assembly is the Security Council, of which Great Britain, the U.S.A., the U.S.S.R. (Russia), France and China are always members, while six other nations are chosen in turn by the General Assembly to sit for two years in the Security Council. The first five are generally called Great Powers. Decisions are made in the Security Council. On important matters the General Assembly can only make suggestions. This is because peace or war is in the hands of the Great Powers. No smaller nation can now risk going to war unless it is backed by a Great Power. But all five Great Powers must agree before the Security Council can take action. Unfortunately, so far they do not seem able to agree on important matters, but this does not mean that there must be something wrong with U.N.O. In U.N.O. we have created a sort of door which we could slam shut against another war, if only all the nations would push on the same side.

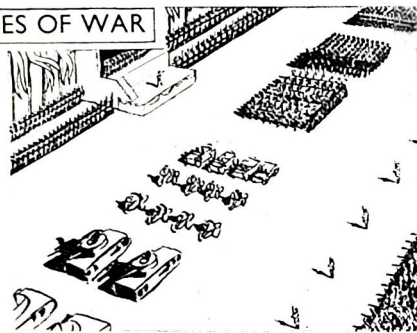


AGGRESSIVENESS AND HENCE FEAR



POVERTY AND ENVY

SOME CAUSES OF WAR



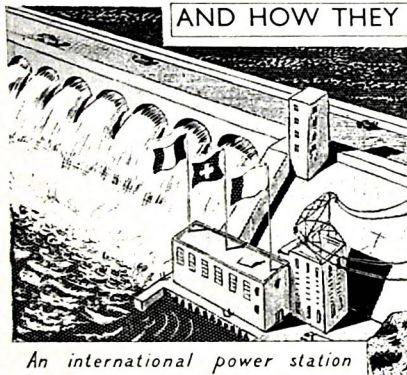
LUST FOR POWER AND WEALTH



IGNORANCE AND LIES



PEACEFUL BEHAVIOUR
AMONGST NATIONS
AS WELL AS INDIVIDUALS



An international power station

WORKING TOGETHER TO MAKE ALL NATIONS RICH.
CONTENTED PEOPLE DO NOT JOIN PARTIES
WHICH PREACH BITTERNESS AND HATE

AND HOW THEY CAN BE REMOVED



FREE CITIZENS ARE
NOT RULED BY
ADVENTURERS



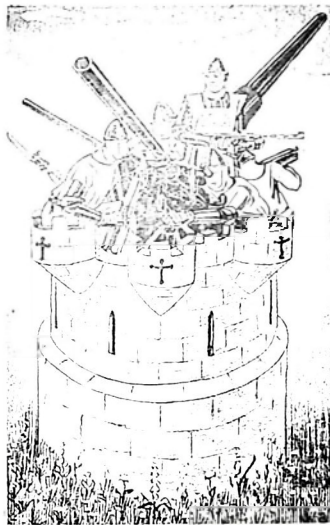
IGNORANCE AND LIES
ARE KILLED BY TRUE
KNOWLEDGE

What are the causes of war? We have mentioned lawlessness between nations. This picture tries to show some of the other causes—they are like diseases. The picture also tries to show what may be the cure for each disease. Perhaps you can think of better cures. It is the great task of your generation to do away with war before it destroys you. And it seems to us that the great danger of the present time lies in the difference between the hopes of the Western nations and those of the Communist nations. Yet it is perfectly possible for

all of us to share the world in peace, if only all want peace and are willing to give up other ambitions to get it.

In past ages each tribe could live in its corner of the world scarcely knowing about the others. Now the inventions of the last few generations have linked up the whole world more closely than the counties of England were linked in the old days of horse transport.* We see mankind as one great human family reaching out to the prize which

* See *Transport, Trade and Travel through the Ages* in this series.



The great danger: modern weapons,
medieval minds

it has never before so nearly grasped: the prize of health and plenty for all mankind. There are still obstacles in our way. Insects and the diseases which some of them carry still contest our enjoyment of some of the most fertile stretches of the globe. The population of the world is increasing rapidly and we may face famine if we do not take care to preserve the fertility of the soil and to prevent the wearing away by wind and water of the few fertile top inches of soil on which all plant and animal life depends. Yet our scientists are already nearly masters of these dangers. They could be removed if only we devoted to fighting them the same intense energy, the same will to succeed at all costs, the same skill and devotion as went

into the manufacture of the atom bomb. Man is to-day man's own worst enemy. We must learn to control ourselves as we have largely learned to control Nature. We must learn as much about the science of government as we have learned about the other sciences.

We believe that peace is strengthened by letting the peoples of all nations learn the truth about each other and understand each other's way of life. We must hear each other's broadcasts, read the truth about each other in our newspapers, read translations of each other's books, visit one another in our homes. We believe that peace is best secured by democracy, by letting the ordinary people govern themselves through Parliaments, because nowhere in the world do the ordinary people want war. To us this is the century of the ordinary people. In past times the happiness of the poor peasant or artisan was of little importance to the Kings and nobles. To-day, the State exists so that each one of us may lead as full a life as possible. This does not mean that those with greater gifts and more energy will not

lead fuller lives than others, but it does mean giving us all as equal a chance as possible to make the best of ourselves.

The State is there for our benefit. By hard struggles your forefathers have won you liberty. You can only keep it by knowing how the State works, by understanding the problems of your time and by playing your part at elections. We believe that *"Government of the people, by the people, for the people shall not perish from this earth."*



Some Important Points in Pictures

HOW THE ACTIVITIES OF THE STATE HAVE INCREASED

THE ACTIVITIES OF THE STATE:

IN YOUR GREAT GRANDPARENTS' TIME

(1)



(2)



(1) External security

(2) Law and order at home

IN YOUR GRANDPARENTS' TIME

(1)



(2)



(3)



(1) External security

(2) Law and order at home

(3) Social services

IN YOUR TIME (Before 1914 the State spent about 10% of the National Income.* Now it spends about 40%.)



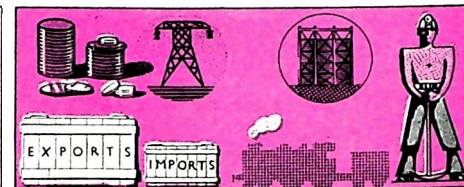
External Security



Law & order at home

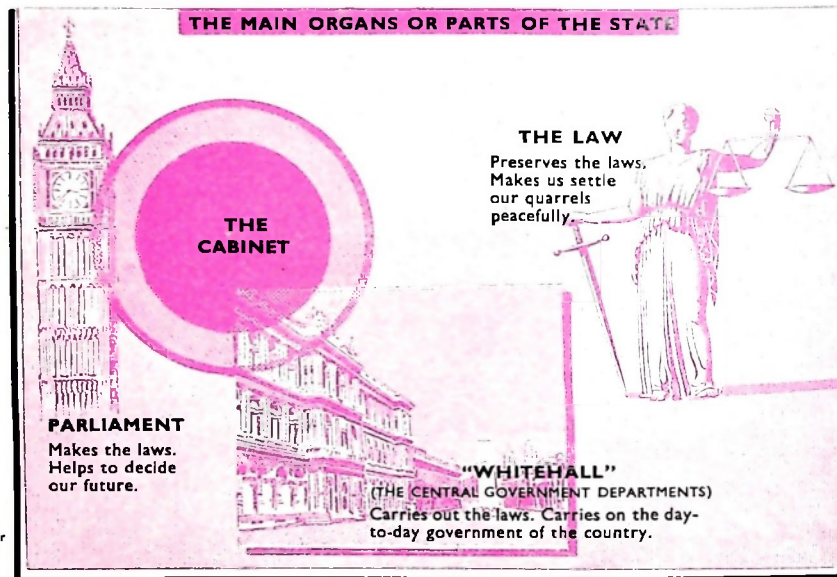


Social services



Economic control and nationalised industries

* The National Income is explained in *YOUR WORK AND WAGES* in this series.



17. Find out the name of your local Surveyor or Municipal Engineer. (You can probably find out by looking at the dustcarts.)
18. Imagine that the local rate must be reduced by 2s. Stage a debate in your local County or County Borough (or Burgh) Council and decide which are the services on which you can most easily save. (See page 9.)
19. Where does your local water supply come from?
20. Take another look at the picture on page 8. Re-draw it as an ordinary "family tree," like the one on page 21.
21. Can you find out between which Committees your local County or County Borough (or Burgh) Council divides up its work.
22. You are a candidate for election to your local Council. Write a short election address, telling the voters what improvements you will press for if you are elected.

"Whitchall," pages 10-12

23. Imagine that there is a great invasion of Colorado beetles from France. Immediate action must be taken to preserve our potato crop. The Cabinet decides (a) to ask the French to take precautions, (b) to search every vessel coming from France as it docks, (c) to send experts to help farmers destroy the insects, (d) to display pictures of the Colorado beetle outside all police stations, (e) to ration potatoes in the shops for fear of shortage, (f) to employ aircraft to dust the crops with disinfectant, (g) to make special spraying equipment for farmers. Which Ministry will be concerned with each of (a), (b), (c), etc?
24. Which Central Government Department would you most like to work in? Explain why.
25. Write down a list of the nationalised industries and services, the name of the Board controlling each of them and the Minister responsible for it.
26. The Ministry of Town and Country Planning wants to establish a new town on the edge of your locality. With the aid of a large-scale map choose the best site, so as to avoid wasting good agricultural land or spoiling parks and recreational open spaces. On a map of your own draw in the new main roads and branch railway lines which will be needed. (The Development Plan in your local Council Offices will help, if you can see it.)

The Cabinet, pages 13-15

27. Look at to-day's newspaper. What questions do you think the Cabinet will discuss at its next meeting?
28. Copy the diagram of the Cabinet on page 14 and fill in the names of the present Cabinet Ministers.
29. If you had to form a Committee of the Cabinet on civil defence, which Ministers (not necessarily already members of the Cabinet) would you put in it?
30. Make a time chart showing which Parties have been in office since 1918 and the names of the Prime Ministers.

Parliament, pages 16-19

31. Find out from Hansard when your M.P. last spoke in Parliament.
32. Find out, also from Hansard, how many questions were asked last week on education, coal, the Army, foreign affairs. (You might do this in groups. The educational papers will help you on education.)
33. What Bills are being passed through Parliament at present?
34. Imagine that for some reason your Mother is told that she is not entitled to Family Allowance. Write a letter to the local office of the Ministry (which one?) to get your case straightened out. (You will have to prove that your Mother is entitled to Family Allowance.)

The Law Courts, pages 20 and 21

35. One of you is accused of breaking the windows in the local police station. The case is tried in Court. Enact the scene in Court. The accused pleads Not Guilty, but there are witnesses to identify the culprit.

36. Write down a list of the ways in which the Courts of Law help (a) to preserve order, (b) to save you from being wrongfully imprisoned. (Page 28 may assist you to explain how the Courts help to prevent our fighting each other.)

The Monarch, pages 22 and 23

37. From *The Times* or *Daily Telegraph* make a diary of Princess Elizabeth's public engagements last week (or of those of another member of the Royal family).
38. The Duke of Edinburgh has consented to open your new school building. There is to be a civic reception by the Mayor, a guard of honour provided by the local Territorial Association, Boy Scouts and Girl Guides, an efficiency display by the Fire Brigade and an exhibition of handicrafts and housecraft work done in school. Write a report for your local newspaper. (You could illustrate it with photographs!)

The Commonwealth, pages 24 and 25

39. How many people can you find who have relatives in one of the Commonwealth countries? (You might divide into teams and see which team gets most.)
40. Draw a column for each Dominion, representing its population. Do the same for the United Kingdom. Now shade in black the fraction of each column which corresponds to the number of coloured inhabitants. What do you notice?
41. What Party is in power in Canada, Australia, New Zealand, South Africa?
42. Draw maps of Canada, Australia, South Africa and India showing the different States and Provinces into which they are divided, with their names and state or provincial capitals.
43. Name a great Empire of the past.

The Colonies, pages 26 and 27

44. Re-arrange the Colonies shown on the steps on page 26 according to the parts of the world in which they lie and underline each name in a different colour, according to its degree of self-government.
45. Find out the main products of Kenya, Zanzibar, Malaya, Jamaica, Trinidad, British North Borneo.
46. Which Colonies are important as ports or naval bases?
47. Imagine that you are a surveyor sent out by the Colonial Office to help build a road in Nigeria. Write a letter to your parents about the climate, the scenery, the Africans, your work, your difficulties and your hopes.

One World, pages 28-31

48. Go through this chapter carefully and then write down (a) some examples of statements of fact, which can be proved, (b) of statements which are only based on the opinions of the writers of this book.
49. Find out which nations are at present members of the Security Council.
50. Are there any disputes before the Security Council at present?
51. The pictures on page 30 show some of the causes of war, which are like diseases. You have probably heard about "Marshall Aid," under which the U.S.A. undertook to give millions of dollars to Europe to help us recover from the last war. Which "diseases" in the diagram has Marshall Aid helped to cure? Can you find out which nations have received Marshall Aid?
52. Look at the first cartoon in the top line of pictures on page 30. Some people say that if there is a bully about it is best to be armed oneself, as the bully will not attack if he is likely to be soundly beaten. Others say that if we all arm ourselves we are bound to end by having a fight, and that it is better to rely on a police force. You might debate these points of view.
53. Write down the names of the Foreign Secretaries of the United Kingdom, the U.S.A., U.S.S.R., Canada, Australia.
54. Which American President first said the last words on page 31?



UNDERSTANDING THE MODERN WORLD

YOUR FOOD AND DRINK

Covers all the main foodstuffs and tea, coffee and cocoa. For each food: growing conditions, processing and transporting—a commodity geography. Pictorial diagrams, showing sources and quantities, pre-war and post-war, as well as photographs, drawings and maps.

TRANSPORT, TRADE AND TRAVEL

Through the Ages

Road, rail, water (canals and ocean waterways) and air routes from Roman times until to-day. Pictorial diagrams to show goods conveyed, speeds, and the "shrinking" world. Accurate pictures giving development of vehicles, ships and aircraft.

YOUR LOCAL BUILDINGS

A Handbook for the Local Survey

Covers domestic architecture, churches, chapels, town halls, factories and shops, and town planning. Attractive pictures with text explaining the social and technical conditions which gave rise to each style of building. The social history of a locality will be revealed in its architectural monuments from the Tudor timber-framed dwelling to the "pre-lab"

YOUR HEARTH AND HOME

Through the Centuries

Housing, cooking, sleeping, furniture and decoration, lighting and heating in detail at different social levels from the primitive Round House to date. Also covers general social conditions and costume. Illustrations superb, including a complete chart of the development of household utensils.

YOUR WORK AND WAGES

No technical terms and no specialist knowledge demanded from the teacher. Common sense on earning and spending, making and consuming in the modern world, offered to Schools in the passionate conviction that they owe this to their school-leavers.

YOUR BODY

and the Way it Works

Dr. Winifred Cullis needs no introduction. Here she teaches largely through the drawings, which are the work of an outstanding artist, himself sometime teacher and student of medicine.

In preparation: **YESTERDAY**; A History of the Lifetime of our Parents and Grandparents

All uniform with this book. There is also a Library edition in stiff boards

